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ABSTRACT

Community Coordinated Child Care (4-C) offers a means both to improve services to children and to help communities "get it all together." In this modern society, community life is so complex that coordination and mobilization of resources are a must if the necessary social tasks are to get done...like seeing that all children receive good care, emotional security, mental stimulation, and a happy environment. In the process of developing 4-C, participants are developing a sense of what a real community is all about. (Author/CK)

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# GETTING IT TOGETHER

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# GETTING IT TOGETHER

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## INTRODUCTION

What is a community? The word varies in meaning from the bare minimum — people living in the same district, city, State, under the same laws — to the fullest definition: a group of people who have interests in common.

The nation is a community . . .
The State is a community . . .
The city is a community . . .



And the neighborhood is a community.

Communities can also mean people who have gotten themselves together around a goal or concerns.

But while the kinds of community have increased, a sense of community is not always easy to achieve. The majority of our interrelationships are impersonal. Places, businesses, and churches often fail to give us a feeling of warmth or personal involvement.

It's even hard to stick together in many of the special interest groups in which we participate. Groups at every social level tend to fragment, veering off in different directions, competing for attention, and dehumanizing their members.

A community should enable us to accomplish our common goals more readily, but it is no easy thing to achieve the interaction of group with group in the interest of the whole—the common interest of sharing life, living, learning.

This fragmentation is characteristic of many efforts to serve children, who are the heart and hope of a community. In one city, it was found that at least 20 agencies were directly or indirectly involved with child care. These included, among others:

- A community association

- The division of family services
- Special program planning unit of the Department of Public Instruction
- Model Cities agency
- Community Action Agency
- Comprehensive health planning council
- United Fund
- YWCA
- Catholic Welfare Bureau
- Jewish Family and Children's Service
- County association for retarded children

The list goes on, but we have probably already recognized our own cities in this proliferation of services and programs for children.

Many community agencies operate in isolation from one another. Some children are eligible for one service, while another child must turn to a different agency. Agencies often differ in the following respects:

- Guidelines
- Populations served (in terms of income, family status, parent in family, etc.)
- Areas covered
- Funding systems
- Fiscal years

What this means is that no one agency can afford to look at the total needs of a child and his family or to serve the entire community of children in need.

How can a community provide comprehensive and coordinated services that really meet the needs of families and children, and how can it blend in the diverse and fragmented programs that now exist? Those questions suggest another—how can a real sense of

community be developed—a group of people and organizations unified around a single interest, coordinating rather than fragmenting, building a more human society?

It is too easy to blame lack of coordination on the proliferation of Federal programs and agencies nationally, but that does not answer our questions. Rather, each community must be responsible for whether or not it becomes just that — a community.

The Community Coordinated Child Care program (4-C) offers a workable approach to integrating community efforts in the service of children. It **has** worked at the State and local levels for many communities, and it can work for yours. You can make it work.

## WHAT IS 4-C

4-C is a workable approach to the problem of coordinating child care services, a way communities can **get themselves together.**

4-C is a structure . . .
of community organizations
of community people
created to coordinate and mobilize
all the community's resources
to help families and children

4-C provides a means for pulling together existing programs, expanding resources, and eliminating duplication of effort.

The 4-C concept embraces more than just day care. 4-C committees are also concerned with coordinating and improving infant care, after-school care, health exams for children, protective and adoptive services, foster homes — the whole range of community services to infants and children.

4-C is as varied as the communities that organize it. 4-C committees have been started by such diverse groups as:

Council of social agencies
Community Development Agency
United Fund
Metropolitan child care association
Council of private voluntary organizations
Public officials (Mayor or Governor)

Accomplishments reported by existing 4-C's reflect the variety of possibilities open to citizens interested in improving child care:

"We jointly sponsored a conference with the community college that resulted in the formation of a day care operators' association."

"We assisted in the development of a model child-tracking and information system for child care agencies."

"Our 4-C job-referral center receives an average of twelve calls a week from persons interested in working with children and matches

agency requirements with resumes on file."

"An earmarked 4-C training grant helped a junior college establish the first associate of arts degree program in early childhood development. Our local 4-C committee helped negotiate the grant and select the low-income scholarship students."

"We brought together 64 agencies, groups, and organizations to discuss their problems and gaps in services and what could be done."

Such achievements are not possible unless citizens grapple with the real obstacles to community organization:

- Lack of communication
- Getting parent groups involved
- Poor coordination with State programs
- Educating operators and parents about good day care
- Getting to decision-makers in larger, more bureaucratic agencies
- Funding

4-C committees have not avoided these problems, but faced them and often overcome them or at least made a beginning. Just to admit a mutual problem exists and to face it together can be the beginning of solid community effort.

## HOW 4-C BEGAN

For the past few years, child care programs costing millions of dollars each year have been carried out through many Federal agencies. Department of Health, Education, and Welfare (HEW), Department of Labor (DOL), Department of Agriculture, Department of Housing and Urban Development (HUD), and Office of Economic Opportunity (OEO) have all been involved in child care and development services.

In 1967, in view of the rapid growth of these programs and the need to coordinate them, Congress directed the Secretary of Health, Education, and Welfare, and the Director of the Office of Economic Opportunity to "take all necessary steps to coordinate programs under their jurisdiction which provide day care, with a view to establishing, insofar as possible, a common set of program standards and regulations and mechanisms for coordination at the State and local levels."

In response to this mandate, an interagency group, the Federal Panel on Early Childhood, was set up in April 1968 to focus leadership within the Federal government on all Federally assisted programs concerned with early childhood development. Among the individuals serving on the panel were some Federal officials who had already conceived a plan for community coordination of children's services. It was not long before this program acquired a name — **Community Coordinated Child Care,** or **4-C,** and a Standing Committee for 4-C was formed in Washington.

Next, the Day Care and Child

Development Council of America (DCCDCA) was asked to assist communities and States around the nation to develop 4-C committees. Starting in June 1968, citizens began to make the 4-C concept a reality. Groups of individuals interested in child care met and organized at both the State and local levels. Literature on 4-C was developed and distributed from Washington; DCCDCA sent field officers to help new committees get set up; briefing sessions were held in the regions; 4-C pilot projects were selected; and guidelines were issued by the 4-C Standing Committee.

Almost everywhere the 4-C idea was introduced, it met with grassroots enthusiasm from community leaders, child care professionals, parents, and others interested in mobilizing local resources to help children.

## 4-C TODAY

A pilot 4-C program was begun, with 24 officially designated, Federally sponsored pilot programs set up in States and communities throughout the country. With minimal Federal support in terms of dollars and consultation, these pilots have evolved into working organizations in various stages of development. And that's not all . . . Community Coordinated Child Care efforts have spread far beyond the initial demonstration programs. There are now several hundred other 4-C committees active in States and communities, and continuing inquiries indicate that interest in the 4-C concept is still spreading.

Wherever established, 4-C has created an informed child-care community that includes business and industry, voluntary organizations, civic associations, parents, and citizens in general. 4-C committees have collected and disseminated information on research programs, funding sources, legislation, and creative approaches to the nation's child care needs.

Training sessions, workshops, seminars, and conferences, both local and State-wide, have been organized by 4-C committees. At all levels, 4-C has gained the support of many voluntary organizations. A number of churches, local civic organizations, colleges, and universities have become involved for the first time in a community-wide child care effort through 4-C.

By now 4-C has proved itself an instrument for realizing the ideal of community — bringing together many different people and organizations, and fostering communication, economies, and efficiencies

in the service of children. Using community organization and mobilization as methods, 4-C enables citizens to develop realistic approaches to local needs of children and families.

The future of 4-C rests with you and your community.

## HOW DOES 4-C WORK

The 4-C program is structured to give local planners flexibility in deciding the degree of coordination possible and necessary for improving children's services in each locale. Within the broad guidelines of the 4-C program, each State or community organizes independently. But at every level — local, State, regional, and national — and in every location, coordination is the key word.

LOCAL . . . . . .

The heart of the 4-C concept, a local 4-C committee is composed of persons interested in day care and child development, either individually or as representatives of organizations.

A 4-C committee surveys community child care needs and resources; obtains coordinative agreements from organizations serving children; provides a clearinghouse for information about day care, child development, and related topics; and takes an active interest in public policy concern-

ing children. Tasks performed range from informing parents about local day care facilities to organizing community workshops on child development. Usually a 4-C committee establishes an office and hires staff to carry out its program.

STATE . . . . . .

A major portion of Federal money for day care and other child-related services is channeled through various State agencies. To facilitate coordination of child care matters at the State level, the formation of State 4-C committees is encouraged. Where they exist, State committees do the following:

- Encourage and support local 4-C programs
- Coordinate existing State efforts and mobilize State resources for children's services
- Play the role of advocate for expanded day care services
- Make recommendations for recognition of local 4-C programs
- Provide resource people, technical assistance, and information on State and joint Federal/State child care programs to communities that are forming 4-C's.

Members of State 4-C committees include: representatives of State agencies in any way concerned with children's services, such as the departments of welfare, education, employment security, public health, labor, and social services; the Governor's office; economic opportunity office; and mental health division. Representatives from the private sector may be included, and there are always parent participants at this level too.

REGIONAL . . . . . .

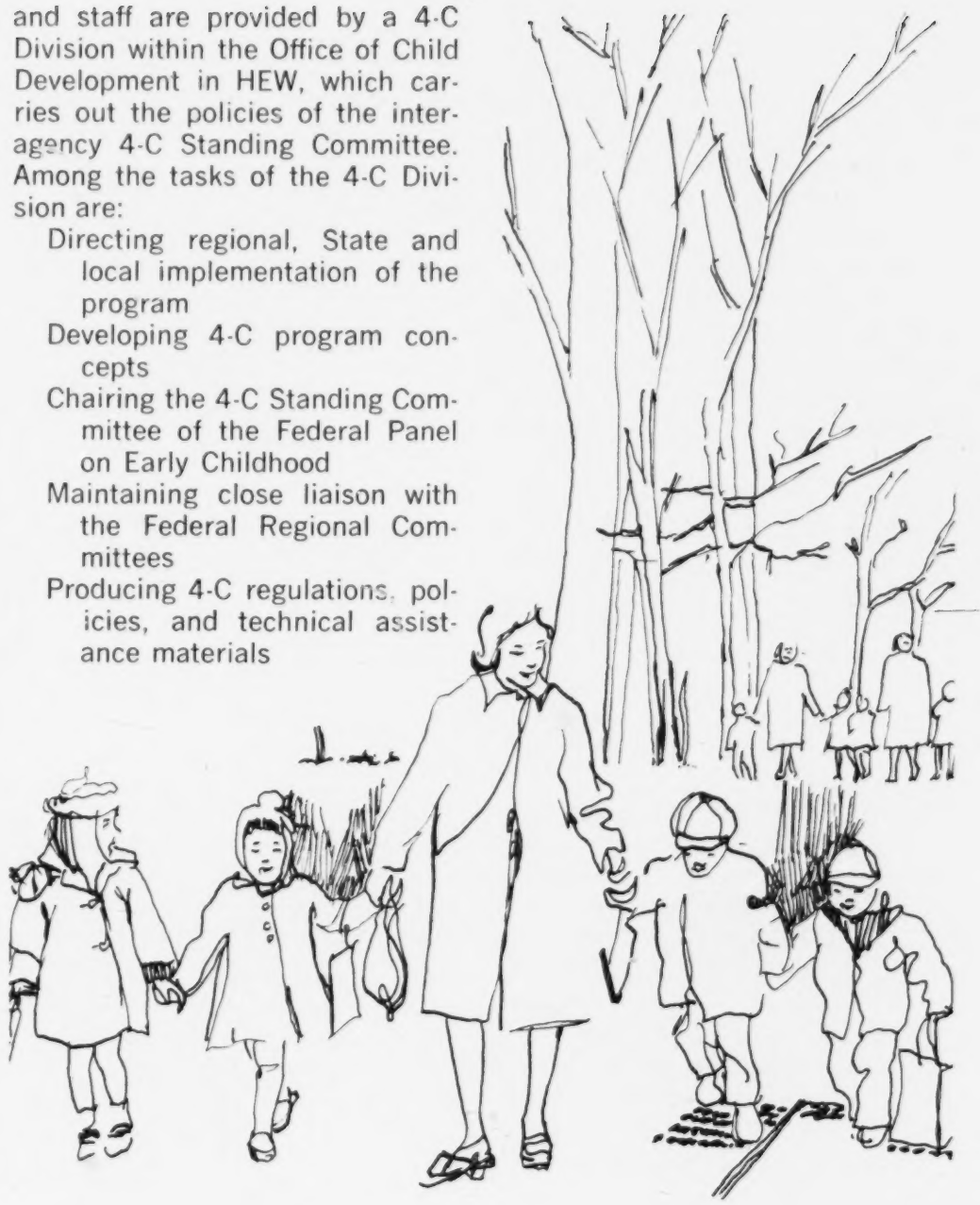
Unlike some government programs, 4-C is not run from Washington. Although guidelines and some overall functions are a national responsibility, 4-C is administered through the ten Federal regions (see listing on the inside back cover). A Federal Regional Committee (FRC) was established in each region to promote interagency cooperation, assist the 4-C effort, and grant recognition to local and State committees that meet 4-C guidelines.

An FRC is made up of regional representatives of Federal agencies dealing with children's services. Usually HEW's assistant regional director for the Office of Child Development serves as FRC chairman.

NATIONAL . . . . . .

At the national level, leadership and staff are provided by a 4-C Division within the Office of Child Development in HEW, which carries out the policies of the interagency 4-C Standing Committee. Among the tasks of the 4-C Division are:

- Directing regional, State and local implementation of the program
- Developing 4-C program concepts
- Chairing the 4-C Standing Committee of the Federal Panel on Early Childhood
- Maintaining close liaison with the Federal Regional Committees
- Producing 4-C regulations, policies, and technical assistance materials



## WHERE TO BEGIN

Anyone can take the first steps in organizing a 4-C committee — a concerned community leader or other individual, a civic group, an agency, or a private or public organization. Your first step is to call a meeting of those in the community who want to improve local services for children. These will include both interested individuals and representatives of various organizations.

Among the groups that might be involved are the local welfare department, health department, board of education, United Givers' Fund, health and welfare council, Community Action Agency, private non-profit agencies, voluntary groups, proprietary child care centers, Mayor's planning committee, and other civic, business, labor, and church groups in any way concerned with children's services.

You will want representatives from parent organizations (Project Head Start, Association for Retarded Children, or other child care programs) to play an important role from the start, especially since 4-C guidelines call for at least one-third parent membership on the committee. Community leaders and early childhood educators may wish to participate as individuals.

This group should then discuss the concept of 4-C as it might relate to your community's existing programs, resources, and needs. Should your group decide that the 4-C concept could be an instrument for **getting the community together,** the next move is to form a temporary steering committee.

## TEMPORARY STEERING COMMITTEE

The steering committee often draws its members from the convening group, but may include more parents and representatives of agencies not initially involved.

This committee is then responsible for doing the things necessary to get a Community Coordinated Child Care effort underway — establish by-laws, look for funding, arrange for office and staff. When a permanent board of directors is elected under the by-laws, the steering committee goes out of existence.

BOARD OF DIRECTORS . . . . . .

In communities where a mass public meeting is held to explain 4-C, all attendees are usually made members of the council or committee that is subsequently formed. Thus, most local 4-C committees are large assemblages of voting "stockholders," who then elect a board of directors or an executive committee (ranging from 9 to 30 members) to actually run the 4-C program. This smaller group is actually a policy-making body that should be centrally set up to represent all community interests relating to children. Agencies participating must represent at least 50 percent of the Federal funds available during the previous fiscal year for day care and preschool programs in the community to be served, according to 4-C guidelines. Also parents of children enrolled in day care programs must make up at least one-third of the policy body.

In the pilot experience, most 4-C's found it advisable to have their own separate boards, rather than using the board of an existing organization or being operated by an agency. By keeping 4-C independent, communities could cut through existing rivalries and political issues that often complicate relations among Community Action Agencies, social service agencies, Model Cities, and such bodies. A policy-making body with representation from all existing interests and concerned solely with 4-C has a better chance of achieving coordination and accomplishing its goals. However, a 4-C can use the board of an existing agency if that board is willing to observe 4-C guidelines as to its composition.

4-C STAFF . . . . . .

The staff arm of 4-C can be as simple as one person — the director or organizer — aided by a secretary. Sometimes a participating agency "donates" a staff member. Otherwise a full- or part-time staff

person may be hired specifically for 4-C. Or the staff work could be carried out by a subcommittee of volunteers from the policy body.

## THE FIRST STEPS

Together, members of the 4-C committee should assess the strengths and weaknesses of community programs. What is the actual need in the community for what kinds of services and what percentage of the need is met by existing programs? When such questions are answered, planning can be based on the realities of the community's situation . . . what resources are available, which must be created or developed, what services need expansion or could benefit from a change of direction.

In every community, there exist untapped public and private resources . . . business, civic, and church groups that might give financial and other material support in the form of buildings standing empty, health resources not used to full potential, and organizational and administrative talents waiting to be enlisted for a worthwhile cause. Until there is a structure like 4-C in the community to get them together, they may go unused or underused.

Informal coordination under 4-C prepares the way for formal coordinative agreements that effectively reduce duplication of effort and resources. But it is important to understand that coordination and mobilization of resources are not something accomplished for once and for all . . . they are ongoing processes. Just to open the door to such coordinated mobilization can consume the first year of a 4-C effort.

This kind of effort, resulting in a community's **getting together** on 4-C, can benefit not only children and families, but the community as a whole. Ideally, the coordination process provides a basis for community planning—a long-range plan for improving child services that can be implemented over a period of time.

## A RECOGNIZED 4-C

Once your 4-C committee has set its priorities and your members have determined first activities for concerted action, you may also want to apply to your Federal Regional Committee (FRC) for formal recognition as a 4-C community.

Preparing for recognition should be a useful process that fits in naturally with your developing efforts at coordination. Your committee will be asked to describe its goals and activities, which you have probably done anyway as a method of informing your

own community. Organizational plans and a staffing pattern must be presented.

To be formally recognized, you must have obtained commitments or specific coordinative agreements from participating groups to cooperate with the 4-C program. For 4-C member organizations to commit themselves in writing to 4-C insures that agency representatives and other attendees at your 4-C meetings really agree on local objectives, understand the coordinative concept, and have thought about its implications for them.

Upon recognition, your 4-C group becomes an established part of the 4-C network. Your FRC and your State 4-C committee (if there is one) are obliged to inform you of developments in child care legislation, program changes, funding levels, and special grants. You become eligible for whatever technical assistance or funding preferences might be available for recognized 4-C committees.

Moreover, 4-C communities are in the advance guard of social welfare thinking. A number of major pieces of legislation have been introduced in Congress to consolidate children's programs in recent years. As a requisite for Federal funding of child care and preschool education programs, most pending bills call for comprehensive, coordinated, consumer-oriented efforts. Such features are the hallmark of the 4-C groups. Thus, a recognized 4-C program would be the logical beneficiary of any such legislation that is passed.

## FUNDING FOR 4-C

A question of urgent importance to every 4-C committee is how to fund the 4-C effort. While funding is often the first issue raised, primary consideration should be given to coordination, mobilization of resources, and planning. To acquire funds with no definite realistic plan for their effective utilization can be wasted effort. Often, grants and other contributed funds carry restrictions or requirements not suited to the 4-C purpose.

However, it is true that funds must come from somewhere if plans, coordination, and resource mobilization are to be carried out. And, as planning and coordination are long term tasks, continuing financial support is necessary.

Congress has not specifically appropriated funds for the 4-C effort. However, 4-C's are eligible under Federal planning programs administered locally by the welfare department, Model Cities agency, or Community Action Agency (CAA). The experience of 4-C pro-

grams is that funding for 4-C activities often comes from local sources, sometimes private funds from the community.

Funds granted to CAA's under the Economic Opportunity Act may be utilized for 4-C with the approval of the OEO regional office. CAA sponsorship is required. (For this reason, your local CAA should be involved in any 4-C effort from the start.)

Under the Model Cities program, planning and supplemental grants are provided to selected cities to plan, develop, and carry out comprehensive local programs to attack social, economic and physical probiems. Such planning entails the concentration and coordination of Federal, State, and local resources. If you have a Model Cities agency in your community, child care programs have priority for Model Cities funding. Model Cities funds can be used to meet the non-Federal share requirements of other Federal funding; they can supply the needed 25 percent funds for "matching" under Title IV-A, which we will describe next.

In July 1970, 4-C received a "bonus" — approval of the use of funds under Title IV-A of the Social Security Act to finance planning and administrative costs for 4-C

projects. Traditionally, under Title IV-A, the Federal government reimburses State welfare departments for 75 percent of the costs of services approved in State plans. Where State plans have been amended to include day care services, Community Coordinated Child Care Committees can also receive 75 percent Federal reimbursement.

To take advantage of this generous funding, a 4-C group must raise the first 25 percent of projected costs. Where State law allows acceptance of donated funds, 4-C groups have channeled these funds through the State welfare department to generate the 75 percent Federal matching funds. Thus, a $10,000 contribution by a local Community Chest, foundation, business or labor organization, or Model Cities agency, or a combination of these, to the State welfare department, can be used to claim an additional $30,000 of Federal money — so that $40,000 would be available to cover 4-C staff, office, and other administrative costs, as well as for improved day care services.

To find out whether day care is a part of your State plan and if IV-A funds can be utilized in this manner, contact your local Welfare Department office. Some 4-C committees have been instrumental in amending their State plan to include day care so as to make use of this funding source.

## THE NEXT STEP

If, after reading this booklet, you feel that your community can benefit from a 4-C program, you should continue your efforts to become better informed about Federal, State and local child care programs.

Seek out and establish contact with those officials and private citizens at the State and local levels who have an interest in day care. Who is the person in your State Welfare Department responsible for regulating and licensing day care facilities? Who handles it at the city or county level? What

are the views on child development held by your local newspaper, television and radio station? Those of your local church? Where do the unions stand?

The 4-C Division of the Office of Child Development, Department of Health, Education and Welfare, is prepared to help you take the next step toward better child care services in your community through 4-C. For further information, contact the Office of Child Development, Box 1182, Washington, D.C. 20013, or the Office of Child Development at the nearest Federal Regional Office (see directory on back cover).

## FOR FURTHER INFORMATION

Other literature on the Community Coordinated Child Care program, prepared by OCD and the Day Care and Child Development Council of America. Inc. (DCCDCA) is available from the national and regional OCD offices. Publications include:

**Day Care: Everybody's Problem:** a brochure briefly describing the child care crisis and the values of coordinating services. Useful for bulk distribution.

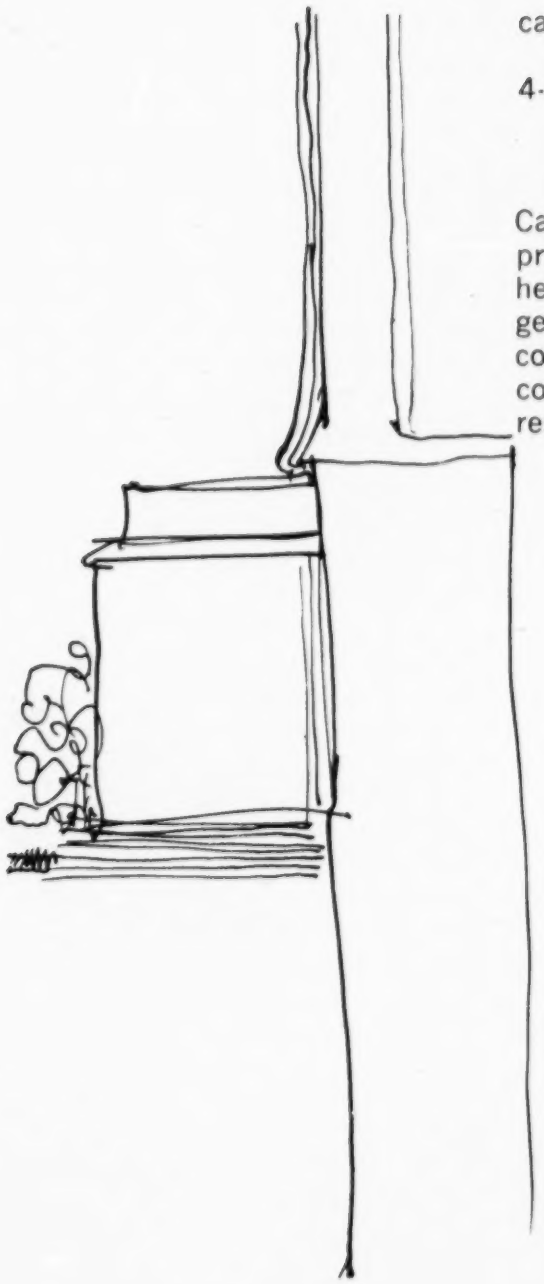
**Four-C: Community Coordinated Child Care. Concept, Goals, Operation.** A more detailed, but still concise folder on the 4-C program. Useful for bulk distribution.

**Interim Policy Guide for the 4-C Program:** Federal guidelines for 4-C committees.

**4-C News:** A bi-monthly periodical containing articles on what's happening currently with 4-C committees around the country.

**Human Resources for 4-C Committees:** Contains names, addresses, and phone numbers of key people at the national and regional levels of the 4-C program.

**Selected Reference Sources for 4-C Committees:** A list of publications from many sources on child



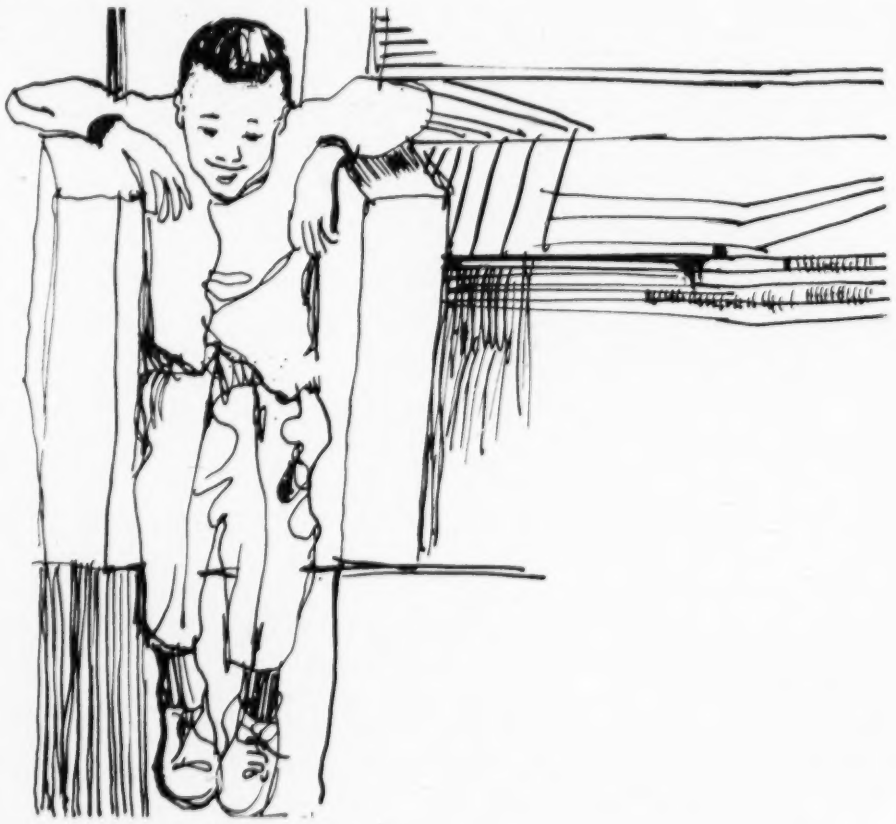
care and related matters.

Other publications of interest to 4-C committees are in preparation.

## IN SUMMARY

Community Coordinated Child Care offers a means both to improve services to children and to help communities "get it all together." In this modern society, community life is so complex that coordination and mobilization of resources are a must if the necessary social tasks are to get done . . . like seeing that all children receive good care, emotional security, mental stimulation, and a happy environment.

Maybe 4-C can't do all that — not right away, anyhow — but communities where 4-C is well established are on their way to accomplishing these goals. In the process, participants are developing a sense of what a real community is all about.



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REGION IV — ATLANTA
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Atlanta, Georgia 30323
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REGION V — CHICAGO
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